



MEMORANDUM

LEGISLATIVE REFERENCE BUREAU

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To: Ald. Michael J. Murphy
From: Tea Norfolk, Legislative Fiscal Analyst – Lead
Date: July 25, 2019
Subject: Additional Models Addressing Car Jacking and Reckless Driving

This memo is in response to your request for information regarding additional models and programs that were brought to the Task Force's attention by engaged and active citizen input. In particular, this memo addresses the following programs:

1. Boston Ceasefire
2. Roca
3. Driver's License Recovery Programs
4. Prevention and Advocacy in Schools
5. Credible Messenger Justice Center – Arches Impact

Although the programs seek to address problems that differ from carjacking and reckless driving, some of the techniques employed may be applicable to the issues the Task Force is studying.

Boston Ceasefire

Boston's Operation Ceasefire is a problem-solving police strategy that seeks to reduce gang violence, illegal gun possession, and gun violence in the community. It combines aggressive law enforcement and prosecution efforts aimed at recovering illegal handguns, prosecuting dangerous felons, increasing public awareness, and promoting public safety and antiviolenace. The goals of the program are to carry out a comprehensive strategy for apprehending and prosecuting offenders who carry firearms, to put others on notice that offenders face certain and serious punishment for carrying illegal firearms, and to prevent youths from following the same criminal path.

As a deterrence strategy, the intervention is based on the assumption that crime can be prevented when the cost of committing a crime are perceived by the offender to outweigh the benefits of committing a crime. The program targets high-risk youths as well as serious and violent juvenile offenders. Violence prevention is addressed by making gang members believe that severe consequences will follow from violence and

gun use, in an attempt to persuade them to change their behavior. A key element is informing gang members what kind of behavior will provoke a particular response and what that response will be. The deterrence message is applied to a small audience (all gang-involved youths) rather than to a general audience (all youths in Boston). This way, the Ceasefire intervention targets those gangs who are engaged in violent behavior rather than expending resources on those who are not.

The strategy involves reaching out directly to gangs, saying explicitly that violence will not be tolerated, and following every legally available route when violence occurs. Simultaneously, service providers, probation and parole officers, and church and other community groups offer gang members services and other kinds of help. The deterrence message is a guarantee to gang members that violent behavior will evoke an immediate and intense response. When gang violence occurs, Ceasefire agencies address the violent group or groups involved, drawing from all possible legal levers. For instance, authorities could disrupt street drug activity, aim police attention toward low-level street crimes such as trespassing and public drinking, serve outstanding warrants, seize drug proceeds and other assets, request stronger bail terms (and enforce them), and turn potentially severe federal investigative and prosecutorial attention toward gang-related drug activity. Strategies can be customized to the particular individuals and characteristics of the gang in question.

Roca

Roca is a nonprofit organization with the mission to disrupt the cycle of incarceration and poverty by helping young people transform their lives. The program's intervention model is designed to serve high-risk young people who are not yet ready, willing, or able to change. It uses a four-year model that includes relentless outreach, transformational relationships, stage-based programming, engaged institutions, and performance-based management, which involve the following strategies:

1. **Relentless outreach.** Knock on doors, engage and re-engage young people, and never give up. Outreach is conducted by youth workers who are trained to find high-risk youth, knock on their doors, and bring them to programming. They are trained to handle rejection and keep coming back, even when it's difficult. Over time, consistent attempts have the power to build trust. When relapses occur, relentless outreach is used again.
2. **Transformational relationships.** Build meaningful relationships with young people for the purpose of behavior change. Roca staff build relationships with high-risk young people for the purpose of behavior change. It is only within the context of a relationship that change occurs. Long-term relationships with staff

members help young people stop destructive behaviors and start advancing themselves. This practice is based on an intensive form of case management conducted by youth workers. Youth workers are trained to gain participants' trust and advance the relationship built, using a range of techniques, including motivational interviewing and cognitive behavioral therapy. Youth workers maintain their relationships with the young people during periods of success and relapse alike, helping the young people understand they can fail in safety and recover. Consistency, mutual respect, openness, sense of responsibility and shared experiences are key parts of the relationships between participants and Roca staff.

3. **Stage-based programming.** Tailored to meet young people where they are, cognitively and behaviorally. Programming is designed to withstand the comings and goings of high-risk young people who have failed in traditional learning environments. Accordingly, programming is offered in various informal and formal structures, from repeat drop-in sessions to full certificate courses. This allows young people at varying stages of readiness to learn critical skills as they progress through the intervention model. Even by taking a single class, young people start experiencing what it is like to do an action that advances them. These experiences help them gradually move from not contemplating change to planning for change and acting toward it. Over time, stage-based programming expands participants' skill sets and keeps them moving forward. Programming focuses on three core areas: education, life skills, and employment.
4. **Engaged institutions.** Strategically engage systems and organizations in young people's change process. Roca collaborates with an array of leaders and institutions in the criminal justice field and beyond. It works closely with police and probation and builds key partnerships with government agencies, businesses, and community-based organizations. Partnerships result in information-sharing, forums that address issues such as gang activity and drug abuse, trainings, joint projects, referrals between organizations, and streamlining effective intervention. The ultimate goal is to create systemic improvements in the way society addresses crime, poverty, and over-incarceration of young people. Roca aims to create a "safety net" around young people, which serves not only them, but society as a whole.
5. **Performance-based management.** Rigorously track data and continuously evaluate strategies and outcomes. Roca tracks and evaluates data regarding participant progress and staff performance on a weekly, monthly, quarterly, and annual basis. It uses the data to ensure continuous improvement. The internal data system is based on Social Solutions' Efforts to Outcomes platform. The database captures every effort to contact a young person and every hour spent in programming, as well as intake information, progress of the transformational

relationship between each youth worker and a young person, and overall program and staff performance.

Driver's License Recovery Programs

Legal Action of Wisconsin helps low-income people reinstate or get their drivers' licenses so they can get do and from work. Two lawyers are placed at Milwaukee's Center for Drivers License Recovery and Employability at the Milwaukee Area Technical College downtown campus. The Center is public-private partnership that includes Legal Action, Wisconsin Community Services, Milwaukee Area Technical College, and the City of Milwaukee.

The Wisconsin Community Services Center for Driver's License Recovery and Employability, in collaboration with Legal Action of Wisconsin, works with low-income Milwaukee County residents to obtain a valid driver's license by resolving active suspensions and/or revocations. The program provides free case management and legal services to qualified individuals with suspended or revoked Wisconsin licenses.

Qualifications for admission to the program include:

- Wisconsin Class D driver's license must be suspended or revoked.
- No current OWI charges or OW-related suspensions/ revocations.
- If no valid license in the past 8 years, must have completed the DMV written test within the past 12 months.
- Must be a Milwaukee County resident of at least 18 years of age.
- Must meet 200% of federal poverty level.
- Former clients of the program may not be readmitted.

Prevention and Advocacy in Schools

Impact Teen Drivers is a program offered in many schools nationwide. It is an education program that reveals the dangers and consequences of distracted and reckless driving. The program focuses on connecting with teens and parents on an emotional or visceral level. It does not use graphic or gory details, as research has shown that connecting with teens on an emotional level makes long-term attitude and behavior change.

The program offers education in high schools, middle schools, and elementary schools, employing the following strategies:

High schools:

- School assemblies, workshops for teens and parents, training for teachers, community members, and school resource officers.
- Professional videos with an effective mix of facts, humor, and real stories of teens who lost their lives to distracted driving.
- Teen-hosted webisodes with a fun slant on serious distraction issues and common habits that become deadly.
- Discussion questions for group dialogue or individual projects.
- Peer-to-peer messaging on posters, t-shirts, wheels, and more.
- Teen website with discussion board, videos, and contests.

Middle schools:

- Personal story video educating tweens about being good passengers.
- Discussion questions for thought-provoking dialogue as passengers.
- Interactive activities to add visuals and fun to the facts.
- Posters and Wheel of Death to emphasize danger of common habits.
- Suggestions for being a good passenger so the driver can drive.

Elementary schools:

- Passenger power curriculum with superhero “Captain Power” and his Passenger Pets.
- Activity pages and coloring sheets to teach good behavior in a vehicle.
- Role-playing activities to identify what is right vs. wrong car behavior.
- Question-and-answer outlines to empower young passengers.

In Nassau County, NY, the District Attorney provides the Choices and Consequences program as an interactive high school presentation designed to combat drunk, drugged, and reckless driving. The 90-minute program is based on a “reality TV” model that relies on real causes, real evidence, and real people from cases to break through natural teenage invincibility to teach life-saving lessons. The program is divided into three segments:

1. Educate the students about criminal law, the social host law, safe driving techniques, toxicology, and licensing issues using real cases and real evidence.
2. Skit where student volunteers re-enact a driving situation in which passengers encourage the driver to drink and engage in other reckless driving. A Nassau County Police Officer responds to the scene of the “crash” and explains the

police procedures and the tests conducted. The student “driver” performs coordination tests wearing “Fatal Vision” goggles which simulate intoxication. At the conclusion, students are informed the skit is based on a real case in which the driver’s cousin was killed as a result of the crash and the fact he had not been wearing a seat belt.

3. Young DWI and driving crime defendants are sentenced to speak at the programs as part of their community service. The District Attorney believes that experience for young defendants and the audience presents a win/win situation. The defendant faces the reality of what he or she has done, and, hopefully, the student audience identifies with the speaker and realizes how easily they could make these mistakes. Victims or their families also explain the heartache they have suffered at the hands of drunk or reckless drivers.

Credible Messenger Justice Center – Arches Impact

The Credible Messenger Justice Center’s Arches Impact program is a mentoring program that aims to reduce recidivism and improve the outcomes of young people under probation supervision. The program is grounded in principles of positive youth development and relies on a model of government-community partnership. It works with young adults in their own neighborhoods, connecting them with “credible messenger” mentors, whose life experiences, including their own criminal justice involvement, help them to engage and motivate justice-involved young people in ways that other system stakeholders, alone, cannot. Mentors equip young people with tools to change their lives while providing them with living examples of hope and transformation.

Mentors run group sessions using a cognitive behavioral intervention and are available at all times for one-on-one support. Working alongside probation officers, mentors help young people make better and safer decisions, pursue their goals, repair relationships with family and community, and connect to educational, work readiness, and employment opportunities.

Arches aims to change the life trajectory of youth at high risk for future justice system involvement, promoting economic mobility for participants, while also increasing community safety.

A study of the program showed that it significantly reduced recidivism for young adults on probation in New York City.

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